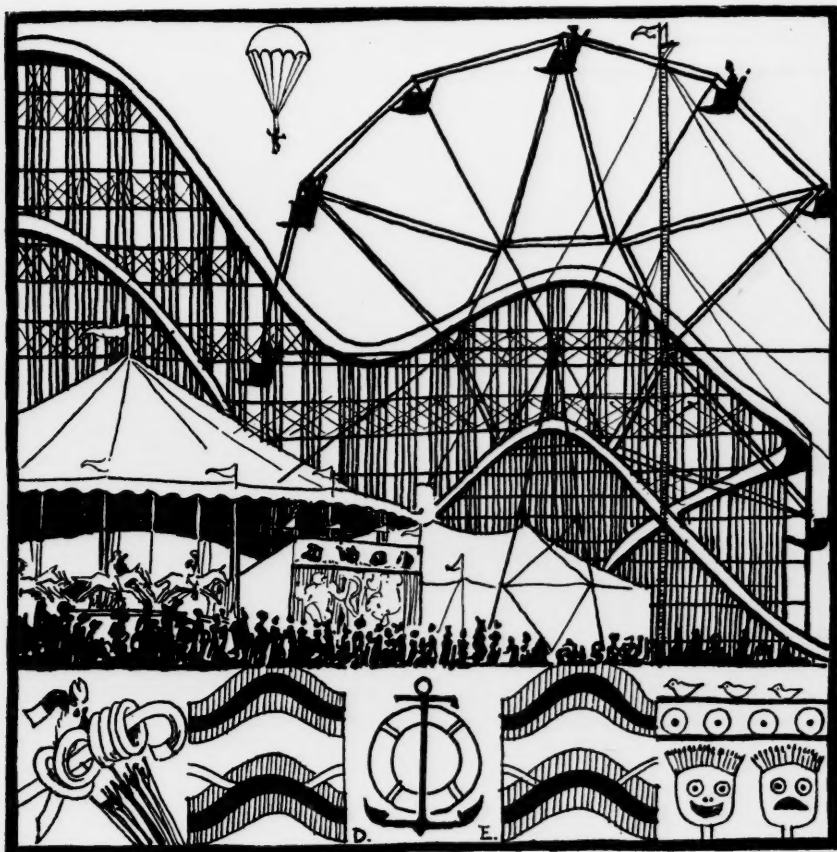


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## CONTENTS

	Page
Population Trends in Relation to Public Education in California	255
The Problem of Youth and Unemployment .....	260
The Public School and the Public .....	274
Departmental Communications .....	277
Interpretations of School Law .....	280
For Your Information .....	283
Professional Literature .....	289
Directory of the California State Department of Education .....	293

## **Population Trends in Relation to Public Education in California**

VIERLING KERSEY, *Superintendent of Public Instruction*

Numerous articles have appeared recently in discussion of current trends of population in California and in the United States as a whole. A number of carefully directed and scientifically conducted research studies also have been reported making some effort to predict probable future trends of population as well as providing exhaustive analyses of past and present trends. The gist of these discussions and reports may be summarized as indicating:

1. That birth rates have decreased almost continuously in the United States as a whole and in California since 1921.
2. That the excess of births over deaths has decreased almost continuously for an even greater period, and that the decrease has been much greater in California than in the United States as a whole during the past ten years.
3. That increases in population due to immigration have decreased materially in recent years, both in California and in the United States as a whole.
4. That increases in population in California due to migration from other states has decreased remarkably since 1930.
5. That the percentage of the total population found in those age-groups which contribute to public school enrollment (5 to 19 years of age) has decreased since 1930 both in the United States as a whole and in California.
6. That the actual total population of children of elementary school age (5 to 14 years of age) has decreased in California since 1930.
7. That decreases in total population in California have occurred in the earlier age-groups (0-4 and 5-9 years) beginning in 1930.

Those reporting recent population studies in California have in a number of cases pointed out that school administrators should take these trends of population into consideration in the preparation of

budgets and in the development of plans for housing pupil population. They have also drawn conclusions from these trends with regard to the demands for teacher training, indicating that fewer teachers should be prepared at public expense during a time of actual decreases in pupil population.

The implications of current and probable future population trends in California are probably more directly and accurately observable, with respect to certain aspects of public education, from scrutiny of the data relative to public school enrollments than from a study of general population statistics. Annual state enrollment in the public schools, reporting each individual enrolled in the public schools without duplication, reflects all of the various factors affecting population as they affect those population age-groups contributing to public school enrollment. Analysis of state enrollments in the regular classes of the public schools by individual grades reveals the cumulative effect of decreases in pupil population on successive grades, and affords a basis for estimating accurately the future pupil population trends for all of the grades.

In Table No. 1 are presented California state enrollments, by grades, for the period 1923-24 to 1932-33, inclusive. These data show that decreases in first grade enrollment, beginning in 1928-29, have successively resulted in corresponding reductions throughout the first five grades. The total state enrollment in the first five grades was actually some 7,000 less in 1932-33 than it was in 1928-29. In 1932-33 the total state enrollment in the first five grades was 17,212 less than during the preceding school year, 1931-32, and the total state enrollment in all elementary school grades (grades 1-8, inclusive) decreased 10,615.

State enrollments increased between 1931-32 and 1932-33 in all grades beyond the fifth, with the single exception of the eighth grade, in which there was a slight reduction. However, it appears that there will be reductions in the sixth grade during 1933-34, and that continuing reductions will affect the remainder of the first eight grades by 1937-38. Should the present population trend continue, reductions in high school enrollments could be expected to begin in 1938-39, and to continue until the twelfth grade would be effected approximately in 1941-42.

However, it should be pointed out that it is not certain that present population trends will continue for so long a period. Increases in the birth rate undoubtedly can be expected within the next five years. Increases in California population due to increased migration from other states also may safely be predicted within the same period. Moreover, the increased effectiveness of policies of non-failure, together with increases in the percentage of children of school age who are

TABLE No. 1

## California State Enrollment, By Grades, 1923-24—1932-33

Grades	1923- 1924	1924- 1925	1925- 1926	1926- 1927	1927- 1928	1928- 1929	1929- 1930	1930- 1931	1931- 1932	1932- 1933
Grade 1.....	136,327	133,374	133,561	138,504	142,385	138,056	135,894	135,000	131,543	121,175
Grade 2.....	83,491	85,180	88,169	87,643	95,001	100,079	100,368	101,175	99,797	98,494
Grade 3.....	86,166	82,242	83,804	88,089	87,361	94,084	99,122	98,031	97,582	95,775
Grade 4.....	82,013	83,244	82,127	82,896	87,126	86,022	93,070	97,765	95,525	94,343
Grade 5.....	78,607	80,220	81,482	81,300	82,383	85,440	85,132	90,518	95,303	92,751
Grade 6.....	69,036	74,646	77,056	79,079	78,748	78,892	83,528	82,497	87,307	91,067
Grade 7.....	64,783	67,167	73,584	76,977	79,245	78,880	79,609	83,327	82,098	86,102
Grade 8.....	61,747	68,976	71,751	71,742	74,845	77,042	77,202	78,148	81,281	80,114
Total elementary.....	662,170	675,049	691,534	706,230	727,094	738,495	753,925	766,461	770,436	759,821
Grade 9.....	59,211	69,303	73,289	64,511	70,955	73,593	75,774	79,483	80,176	82,853
Grade 10.....	41,174	43,982	48,582	50,365	54,903	60,475	64,979	70,559	73,150	76,318
Grade 11.....	29,293	32,617	34,655	37,884	40,912	44,362	49,815	54,039	58,456	62,279
Grade 12.....	21,890	24,147	26,002	29,175	31,826	34,625	38,043	42,554	46,533	51,145
Total high school.....	151,568	170,049	183,128	181,935	198,596	213,055	228,611	246,635	258,315	272,595
Grade 13.....	2,182	2,940	3,714	3,957	5,665	6,463	8,540	11,791	14,847	17,121
Grade 14.....	925	1,051	1,252	1,710	2,271	3,232	3,743	5,275	7,159	8,896
Total junior college.....	3,107	3,991	4,966	5,667	7,936	9,695	12,283	17,066	22,006	26,017
Total.....	816,845	849,089	879,628	893,532	933,626	961,245	994,819	1,030,162	1,050,757	1,058,433

enrolled in the public schools, are resulting in a more even spread of pupils over the entire elementary-high school course. This will retard to some extent the reductions which would otherwise be made in the upper grade enrollments by the cumulative reductions in the lower grades. Thus, it is entirely problematical whether the present tendency to population decrease, or toward decline in the rate of population increase, will have any other effect on high school enrollments other than to slow down the present rate of increase.

Junior college enrollments probably will not be affected by present tendencies toward reduction in the population of the lower age-groups, at least for some years to come, and even then such effects probably will be offset by continuing increases in the percentage of the population of junior college age who are enrolled in junior colleges. The fact that junior college attendance actually decreased in 1933-34 probably is ascribable to temporary economic conditions which have reduced the numbers of special and adult students enrolling for partial-time courses. Further increases may be anticipated in junior college attendance and enrollment in the regular grades for several years to come.

Local school officials should interpret current population trends in terms of local conditions. Housing programs, and plans for increasing or diminishing the professional staff of a school district must of course be based upon adequate analysis of the factors affecting such programs and plans. Population prediction equally of course must be attempted in order to ascertain the probable changes in the distribution of the pupil population to be served by the district. It is

quite possible, even probable, that in a considerable number of the larger districts in California there will be a declining pupil population in the elementary grades. In these districts housing and professional personnel needs probably will not exceed those of approximately 1929-30. Even in such districts, however, it is possible that building programs and professional staff were either inadequate or no more than adequate to serve the actual pupil population during 1929-30. Subsequent budget reductions and consequent reductions in staff may have impaired educational efficiency to such an extent as to require expansion as soon as economically feasible.

Shifts in population within the state have resulted in large proportionate increases in enrollment in the elementary schools of some areas even at a time of general state population decrease. This is particularly true with respect to numerous rural districts where the inauguration of large construction projects, the resumption of mining or lumbering operations, or the expansion of agricultural activities has resulted in an influx of population. In many of these districts additional housing facilities are at present imperatively needed; in all of them material expenditure increases are inevitable.

Continued shifts in population from urban to rural districts probably can be anticipated for several years more. Increasing housing and staff needs can therefore be forecast for rural areas, without materially reducing requirements in the urban districts. The extent of such continued population shifts will determine whether reductions in housing and staff requirements in the cities due to population decreases will be offset by the demands of increased population in rural districts.

In so far as the problem of preparation of professional personnel is concerned, the present trends of population apparently indicate an actual decrease, for several years, at least, in the numbers of new entrants into the profession on the elementary level, and probably a sharp reduction in the rate of increase in the numbers of new entrants on the high school level. Whether this fact can in any way operate to determine the numbers of persons to be permitted to enroll in professional schools of education is to be doubted. It is possible, of course, to limit by legislation the enrollments in publicly supported teacher training institutions, and legislation probably also could be made effective either restricting the number of private teacher training institutions permitted to function within the state or limiting the total professional enrollment in all such institutions. Such legislation would be essentially undemocratic however, inasmuch as it would be restrictive of the individual's right to select his own field of professional or vocational service. Moreover, such action would in a large measure be ineffective unless accompanied by some effective action to limit or

prohibit the employment in California of the product of teacher training institutions in other states.

In view of the fact that there is no surplus, even in California, of adequately trained teachers, supervisors, and administrators, there seems to be no immediate necessity of restricting the training of public school personnel. There is definite need for more careful guidance in schools of education, for the purpose of coordinating teacher training activities with local employment needs. There is also great need for a broader program of in-service training in order to modernize the teaching equipment of a large percentage of both urban and rural teachers. These programs should be developed by our teacher training institutions at this time.



# The Problem of Youth and Unemployment<sup>1</sup>

HELEN HEFFERNAN, *Chief, Division of Elementary  
Education and Rural Schools*

Early in June, the United States Commissioner of Education called a conference in Washington, D. C., of individuals interested in education, recreation, and employment to "suggest ways and means of helping youth to bridge the distressing gap between school and employment."

In presenting the situation confronting the nation in regard to youth and unemployment, Commissioner Zook said:

There are in America today about 20,000,000 young people between 16 and 25 years of age. Of this number about 2,000,000 are in high schools, 1,000,000 are in colleges, a few are in other schools, and 250,000 are temporarily in Civilian Conservation Corps Camps. This leaves sixteen and a half million. While no accurate statistics of employment are available, you are doubtless aware of how large are the numbers of these young people still unemployed.

The conditions forced upon the country by the four and a half years of depression have been particularly baffling to youth because they have witnessed their numbers increased by that two and a quarter million each year who reach the age of employability. Furthermore, the industrial and business practices brought about by the National Recovery Act and other efforts toward recovery, have inevitably left the doors still largely closed against youth. In the interest of economic recovery this is probably necessary, but it is threatening to break the morale of these mounting millions of young people who rightfully want their chance.

"What can we do about it?" is on the lips of every thoughtful American, and is a question of paramount national importance.

The conference was concerned with the needs of youth in the field of employment; the needs of youth in the field of education and guidance; and the needs of youth in the field of leisure time activities.

## THE FIELD OF EMPLOYMENT

The public has many erroneous ideas concerning the problem of youth in the field of employment. There are those who believe that if we had a return of employment available such as existed before the depression, all would be well. Industrial experts know that this is not true. Even before the depression, many of the jobs which were available were mechanical and blind-alley jobs. Little real apprenticeship opportunity was possible. The process of finding jobs was haphazard. Depression has given apprenticeship a lethal dose probably greatly to the advantage of the employment of youth because apprenticeship is too

<sup>1</sup> Report of Conference on Youth and Unemployment called by Commissioner George F. Zook, U. S. Office of Education, Washington, D. C., June 1-2, 1934.



frequently an opportunity for exploitation. The mere return of business conditions existent four years ago will not solve the problem or ameliorate the situation.

There are those who believe that mere letting down the bars which have been set up for child labor control will solve the problem. This could not possibly be the case as only 100,000 children under the age of 16 years were taken from industry by the child labor laws.

The solution of the problem lies in a reorganization of our industrial economy. In matters of employment, the community is responsible in protecting youthful workers. Communities must acquire more fundamental conceptions of their responsibilities to the unemployment of youth, as sound mental health depends upon a sense of security and achievement.

Youth's entrance into employment is the responsibility of all agencies in the community. Harmonious action between the school and industry is important if youth is to make an efficient transition. Every community should maintain a junior placement service to help youth answer the question: How can I find a job and become self-supporting?

Mary Holmes Hayes, Director of Vocational Service for Juniors in New York City and a member of the conference said:

The school is the social institution that normally carried the young person up to the point where the employer took him on. With the breaking of this industrial contact, the natural corollary would seem to be a return to school, but for the children who have severed this connection and established the, to them, usually more real contact with the job, this is a difficult process.

Such young people are in acute need of junior vocational service, according to Mrs. Hayes for "conserving the morale, providing further training in accordance with their interests and abilities, and helping to build up beside adequate vocational plans, avocational interests which by being constructive and dynamic, offer some possibility of permanence." In other words the junior vocational service is trying to keep young people fit "during this period of the world's convalescence."

It was the spirit of the conference in relation to the problem of the employment of youth that:

It is a wise policy to draw into industry on the learner basis, under careful supervision, such a number of youth as to assure the absorption of a fair proportion of unemployed young people into industry.

It would be a wise policy to inaugurate a national program for the employment of youth, with projects, wages, and educational features adapted to youth.

It is feasible to set up under combined adult and youth management self-help projects or youth industries for the manufacture and sale of articles which are as nearly free as possible from competition with local industries.

It is feasible and desirable to give youth opportunity to work with little or no compensation in a sort of interne relationship with competent workers in the public service, either governmental or educational and with charitable and social agencies.

It would be desirable to set up in each community a junior adjustment and employment office.

It is feasible for the public schools to develop types of education connected with the social, civic, and industrial life of the community to maintain or increase the employability of those who leave school.

Malcolm S. Maclean, Director of The General College, University of Minnesota, and a member of the conference, expresses the problem to be solved in relation to the employment of youth. He says:

We recognize . . . the profound changes in the United States that, in this century, have created among many others such an astonishing phenomenon as 519 junior colleges. We know that birth control, allied with the assault of medical science on the diseases that used to cut down children by the thousands, has shifted the population in a little over one hundred years to three times as many grown-ups now to every thousand children and youth. We are aware that these things combined with technological advance have, by cutting down jobs, thrown adults into competition with youth for even the simplest occupations. We see that out of these great accelerating social forces have issued the compulsory education laws and the anti-child labor laws. . . . We see that the increase in high school and college enrollments is one focal point of the whole American picture; the Civilian Conservation Corps, CWA and concentration camps. . . . are others. We can foresee . . . a time in the not distant future when the adult-youth conflict will become so sharp that the elders will have to refuse all employment to the younger generation until the age of twenty-five or thereabouts or the elders themselves will have to retire at forty to make room.<sup>1</sup>

To these imminent problems, Director Maclean sees three alternative answers: first, another disastrous "war to blot out a quarter of our population," to stimulate production and to supply temporarily jobs for everyone; second, the development of "sinister youth movements" leading to "certain intolerable phases of Nazism," an "intolerable exploitation of youth;" and third, "more education at higher levels for a larger portion of youth than has ever before dreamed of carrying study into early manhood and womanhood combined with a governmental expansion of conservation corps, civil and public works projects, for youngsters lacking the ability, interest, or training to profit by such study."

### THE FIELD OF EDUCATION AND GUIDANCE

It is conservatively estimated that there are 4,000,000 young people between the ages of 16 and 25 years unemployed in the country today. To approach Commissioner Zook's question, "What can we do about

<sup>1</sup>Malcolm S. Maclean. "Reorganization at the University of Minnesota." *The Junior College Journal*. Vol. IV, No. 8, May, 1934. p. 441.

it?" the educator must take first a long view and then a more immediate view of the problem.

### The Long View

Obviously, education must, in the immediate future, be greatly extended to include many of the sixteen and a half million young people between the ages of 16 and 25 who are out of school. It is obvious, too, that these young people are not now needed in industry and that to a great extent they will never be needed in industry again. It is well that such is the case because it will require a greatly lengthened period of education to prepare young people to meet the problems of contemporary life.

If the schools are to receive all young people rather than just part of them; if they are to be enrolled in educational programs whatever their intelligence may be; if the schools are to care for these young people until they have reached legal age or beyond; if the schools are to prepare young people for vocational pursuits and enrich their lives through extensive cultural experiences; if the schools are to accept new responsibility for personality development and character education; if, in short, the schools are to be concerned with the *whole* development of *all* of the youth of the country, rather than the *partial* development of approximately *sixty per cent*, they must be a very different type of institution than any we have conceived in the past.

Mark May of The Institute of Human Relations of Yale University comments succinctly in the *The Yale Review*, that "H. G. Wells' 'race between education and catastrophe' won't be won in the old chariots."<sup>1</sup> Education must undergo real change. The schools must become the center for more vital designs of community life. Each school must build an educational program adapted to the needs of the area it serves. A pattern procedure for every school is unthinkable in terms of varying community needs and different cultural attainments.

Nothing is to be gained by increasing the volume of criticism against education which has been so vocal during recent years. Many schools have made excellent efforts at curriculum reorganization, but the problems involved in the reorganization of education will never be solved in that way. Individual schools with their overcrowded programs have neither staff nor time to produce new curricula in terms of the needs of contemporary society. It is unreasonable to expect that teachers can reorganize the educational program to achieve those ends presented in the report of the National Education Association Committee on the Social-Economic Goals of America.<sup>2</sup> The best minds of

<sup>1</sup> Mark A. May. "Education for the Unemployed." *The Yale Review*. Spring, 1934. Vol. XXIII, No. 3, p. 555.

<sup>2</sup> Fred J. Kelly, Chairman. "Report of Committee on Social-Economic Goals of America." *Proceedings of the Seventy-First Annual Meeting*. Washington: The National Education Association, Volume 71, pp. 210-213.

the country must be brought together with ample time at their disposal to work out the new educational picture in terms of these goals. All that is known of the psychology of youth, of the cultural and utilitarian needs of modern society and education as it exists and has existed in all countries throughout the world will be utilized in the program of curriculum reconstruction.

Courses of study and materials of instruction so developed should be used experimentally under careful observation and after proper revision should be disseminated throughout the country for local adaptation and use. The problem of fitting the principles incorporated in such courses to the local situations will constitute a sufficient challenge to the initiative and creative ability of local teaching groups.

If education is designed by society to preserve itself and promote its own interests, then a qualified group should look critically upon materials now included in the curriculum of the schools. Much that does not contribute richly to the realization of the economic and social goals of America must be discarded. Much new material must be introduced to interpret the essential ideals of a democratic society.

Fear of the boggy of "indoctrination" has prevented the presentation in classrooms of problems which all recognize as vital in the education of youth. Only units of subject matter which are dry, insipid, and sterile escape being accused by some interested minority of being *propaganda*. Educational progress demands the right of teachers to present all the facts on vital and controversial issues in American life; American youth should be guaranteed the right to learn all the pertinent facts and upon them to make their own judgments.

Thomas H. Briggs says: "The first duty of education is to teach people to do better the desirable things that they will do anyway. Another duty is to reveal to them higher activities and to make them both desired and maximally possible."<sup>1</sup>

Educational leadership must give attention to five major responsibilities if this purpose of education is to be achieved: (1) it must analyze contemporary life and list all of its desirable activities; (2) it must prepare teaching material based upon these activities; (3) organize these materials into desirable curricula; (4) it must develop adequate child accounting systems so that education will never lose sight of individual capacities and needs; (5) develop a plan for guidance that will direct each individual to his greatest potential realization, socially, intellectually, and vocationally.

A scientifically and comprehensively organized system of free public education which will care for all young people up to legal age would

<sup>1</sup>Thomas H. Briggs. "If There Were Millions." *Teachers College Record*. New York: Bureau of Publications, Teachers College, Columbia University. May, 1934, p. 647.

not only eliminate the competition for jobs but would prepare a new generation of American citizens who could be trusted to safeguard American democratic ideals. With the accelerated rate of enrollment in secondary schools occurring during the past four years; with the potentialities of educational leadership available in the country as a whole and under the sponsorship of the federal government, tremendous progress could be achieved which would effectually solve the problem of unemployment of youth by putting them back into school to benefit by an education geared to their needs.

It was accepted as the spirit of the conference that:

Society is under obligation to see that all individuals and particularly young people are occupied in socially desirable activities, including education, until they can become economically self-supporting.

Either through community action or through the efforts of voluntary agencies, or both, there should be available in every community opportunities for young people, whether in school or not, to maintain good health, develop esthetically and culturally, and attain and maintain a high level of employability.

While economic recovery justifies the policy of assigning jobs first to those with heaviest economic responsibility, social stability and national welfare demand that suitable work for young people be included in the recovery program.

Inasmuch as the added cost of the needed educational and recreational programs of communities is due largely to unemployment among youth, and inasmuch as the employment policies in industries which follow from the operation of Federal recovery agencies afford little opportunity for youth to get employment, and inasmuch as youth kept occupied by these educational and recreational programs are held off the labor market thereby, it is sound policy for the Federal Government to contribute to the cost of these programs in the amount approximately that their cost is increased by virtue of the unemployment situation.

### **The Immediate Problem**

The school administrator is confronted with the immediate problem and recognizes its tremendous significance. Fathers and mothers are profoundly concerned with the problem of their sons and daughters who have completed their secondary or collegiate education and are unable to find employment. Even in those cases where the stress of economic necessity may not be great, parents are alarmed at the possibilities of broken morale and the establishment of undesirable habits in these young people.

The young people themselves are bewildered at the break down of all the precepts they have been taught. They have been taught the pitiful theory that industry, honest effort, thrift, earnestness, and sincerity would be rewarded with success in life. Young people are learning by bitter experience that this is a myth. In their disillusionment



and bewilderment they become easy prey to those agitators who disseminate propaganda striking at the very roots of a democratic form of government. What can the schools do to ameliorate these conditions?

Some schools are setting up valuable adult education programs which are playing an important part in helping young people to find themselves and readjust themselves in this changing society. These schools keep their influence over these young people, provide continuous guidance during perilous times, and afford them an opportunity to join maturer groups in discussing how cultural, social, spiritual, economic, and political advancement can best be attained.

Rich educational opportunity in the form of crafts, open forum discussions, dramatics, choral work in adult classes is saving adults and youth alike from being demoralized during these times. Many of the teachers are being drawn from unemployed people in the community who are finding thereby their own means of rehabilitation.

The present conditions afford an unequalled opportunity for education to exert its leadership in the cause of youth. In every high school district, the schools should become the center of a real survey of the problem of youth. The school is the logical organization to preserve the welfare of young people whether in school or out-of-school.

### THE FIELD OF LEISURE TIME ACTIVITIES

Leisure time for the boy and girl of this age, with all their excess energy and curiosity, must be constructive in order to prevent it being destructive. The conference emphasized the need for maintaining at a high level the recreational and leisure time opportunities for youth as well as the educational and employment services.

It was the spirit of the conference that:

Youth can be enlisted with little or no compensation in helping to carry on the community recreation program and the educational, civic, social, and religious activities as their contribution to community welfare.

It is feasible for communities to construct or prepare recreation facilities as a part of a youth employment program.

Youth be a part of any administrative organization designed to solve the problems of youth.

### YOUTH IN THE NATIONAL RECOVERY PROGRAM

The federal government has already undertaken many activities to solve the program of youth. The conference devoted considerable time to an analysis of these accomplishments. The information was supplied by representatives of the various governmental agencies.

The FERA has undertaken the work of direct relief using the family unit as a basis. In October, 1933, 2,000,000 young people between the ages of 16 and 25 years of age were on relief. In many

of the relief programs, young people were given employment. In the transient division, unattached young people were cared for in large numbers in the transient shelters. In the program of relief for college students, 70,000 students were afforded opportunity for continuing their education. Extensive adult education programs were undertaken reaching 590,000 adults, of this number about 216,000 were young people. In the Civil Works Division, 250,000 projects were undertaken giving employment to 4,000,000. Many of these were young people. Among the most interesting types of work carried out under the FERA in which young people were largely employed were: as guides around historic places; as playground directors; in recreational surveys, in youth study centers particularly in Nebraska and Missouri; in library, and health work. The representative of the FERA, Mr. Robert Lansdale, stated that although excellent work was being done by the FERA in meeting the problems of youth, that it has been "spotty, inadequate, and sporadic." Some cohesive working principles need to be developed to unify this work.

The work of the NRA reported by Mr. J. J. Seidel, has been chiefly concerned with the study of the problem of apprenticeship. The plan under discussion relative to the codes provides that a person may be employed as an apprentice at less salary and a greater number of hours than are authorized by the code upon authorization of the Relief Administrator if there is an approved apprenticeship training program of 2,000 to 10,000 hours. The work of this committee may set up a national program of apprenticeship training. Apprenticeship training should not be expanded until it is industrially necessary, in the opinion of Mr. Seidel.

The CCC division is working for a more definite educational program in the camps. In the opinion of Mr. Robert Fechner reporting on the CCC program, this is one of the best ways the government can contribute to the youth problem. Since the CCC program was established, 600,000 young men who were unemployed and who had economic dependents were served. Some of the outcomes of the program have already been measured. In areas served by CCC camps, there has been a measurable reduction in the number of young men entering penal institutions. The morale of the young men has been improved because of their appreciation of the value of the conservation program in which they were having a share. The camp life has had excellent outcomes in character building in that it has given these young men new faith in their ability, a sense of responsibility and service, an ability to get along with other people, an appreciation of the value of systematic routine in the day's work, rest, and recreation. Broadened outlook and increased capability is resulting from the program of



work, amusements, library reading, dramatics, and other educational activities.

Mr. Frank Persons speaking for the Department of Labor emphasized the service being rendered to youth by the junior employment service. The employment service, he pointed out, can not create jobs but it can be an essential service in bringing the right work and the right worker together. There have been established 135 public employment agencies with junior divisions. The need of junior placement service is one requiring the attention of every locality.

### ACTIVITIES DESIGNED TO HELP SOLVE THE PROBLEMS OF YOUTH

Arthur J. Jones of the University of Pennsylvania, Chairman, Special Committee on Youth Problems, National Committee on Research in Secondary Education, collected information which was presented to the conference concerning the activities which were at present being undertaken to meet the problems of youth. In selecting activities, Mr. Jones omitted those "provisions well known to educational and social workers" and chose those which impressed him "as sufficiently concrete and innovational to be stimulating to persons aware of the problems faced by youth." Many of these activities could be initiated by the local educational leadership with the cooperation of Parent Teacher Associations, and local service and civic organizations.

The following activities have been reported as put into practice by national, state, or local agencies. While the sampling of such agencies is not complete, it is extensive enough to be truly representative of practices:

1. Fitting up basement rooms as shop, kitchen, reception room, and assembly room for unemployed girls. Everything used in this job was either salvaged or traded. The girls do remodeling, cooking, quilt making, laundering. They make salted nuts, comforters, and clothing for sale. New departments are being added such as millinery, costume jewelry, etc. For their work the girls receive 60 points per hour which can be exchanged for car tickets, clothing, or food.
2. Preparation of a large variety of museum exhibits including relief models, maps, charts, diagrams, labels, photographs, natural history groups, archaeological miniatures, paleontological restorations, costume exhibits, prehistoric archaeological models, colored lantern slides, etc. This type of work requires artists, draftsmen, photographers, sculptors, library workers, craft workers, and the like, many of whom can employ youthful assistants to advantage.
3. Provision of youth training camp conferences for selected youths. Those attending these camps are trained for community leadership.
4. Operation of year-round and seasonal camps which supply youth with life planning studies, leadership training, vocational and avocational studies, personal counseling and guidance, development of

recreational, hobby and cultural interests, occupational and service experiences.

5. Developing a club from a union of small gangs of city boys. An old building was secured for a club house. This the boys remodeled and put into usable condition. There is a shop, a dance hall, game room, boxing ring. The club is run by the boys although a paid secretary is provided.
6. Development of hobby interests through arts and crafts clubs. These include, metal craft, woodcraft, Indiancraft, needlecraft, papercraft, basketry, leathercraft, ceramics, photography, archery, etc.
7. Organization of young people into business companies for the purpose of producing and selling handicraft articles in metal, wood, leather, reed, textiles, pottery, etc. The purpose of these clubs or companies is training in business practices and technical skills. These companies often include the sales shop as an outlet for sale of products.
8. Community organization of young men and women for the management and operation of youth projects including recreation, education, social activities, community service, and industrial experiences through production of handicraft articles for sale. An organization of the youth, by the youth, for the youth with the help of an advisory council of adults.
9. Establishment of a county-wide program of activities for youth over 16 years of age. Three committees operate activities dealing with arts and crafts, school, and recreation. Classes are offered in creative writing, design, photography, motion picture making, sculpture, painting, stagecraft, marionettes, landscape gardening, jewelry, leather, pottery, concerts. There are several work shops and teachers are sent to all parts of the county to organize and operate classes.
10. Operation of a county library and a county library wagon.
11. Supplying advisers to readers in libraries.
12. Providing for circulation of library books by mail to out-of-the-way places.
13. Creation of a "used magazine" exchange.
14. Staging of a community "Youth Rally."
15. A city-wide youth round-up to arouse interest in youth and to secure registration of young people with the intent (1) to get them interested in worthwhile leisure time activities available in the city and (2) to discover and if possible secure their employment needs.
16. Provision for training youths as "directors of leisure time activities."
17. Establishment of city-wide leisure time programs for youth through cooperation of social agencies, schools, churches and P. T. A. Included are such activities as baseball, dancing, drama, music, reading, cooking, sewing, nature study, lectures, educational tours, tours to industrial plants, hikes, camping trips, etc.
18. Organization of a junior consultation, counseling, adjustment, and placement service for young people over 16 years of age to help them work out programs for further training suited to their interests and abilities and for the development of constructive outside interests. The youth are directed to the opportunities leading toward proper employment and to avocational interests suited to their individual desires.

19. Men and women interest themselves personally in youth, one adult taking responsibility for adjusting one or a few youths to life problems.
20. Provision of a junior governmental program in which the youth of a city duplicate the set-up of city government through a junior municipal organization of their own. Thus there are a junior mayor, junior alderman, junior judges, etc.
21. Making of youth surveys by youths. Investigations concern health, safety, delinquency, self-education, extent of employment, transients, existing facilities for employment and recreation, etc.
22. Establishment of home-making clubs for girls. The activities include, sewing, rug making, decorative arts, foods, etc. These clubs are sometimes organized as business groups for creation and sale of homecraft products.
23. Organization of a resident home training center for young women 16 to 22 years of age which provides physical, psychiatric, and psychological examinations, vocational experiences, leisure time activities, home training, placement service, and vocational supervision.
24. Sending unemployed girls into homes to give instruction to bed-ridden crippled children.
25. Community use of all school buildings. The schools become the center for study, entertainment, work, amusement, social pleasures, and neighborhood cooperation.
26. Cooperative operation by industrial agencies of classes for the youth of a city in economics, trade unionism, English, current events, dramatics, parliamentary law, public speaking, gymnastics, dancing, wrestling, boxing, and music.
27. Provision of study centers for unemployed in small as well as large communities using correspondence courses as basis. These study centers may be directed by persons who need relief work.

## PLANS AND SUGGESTIONS DESIGNED TO HELP SOLVE THE PROBLEMS OF YOUTH

Worthwhile suggestions made to help meet the problems of youth were presented for the value they may have in local application:

1. Employment of youths as recreation and playground leaders, assistant teachers, research workers, library helpers, clerical assistants, caretakers. They could be employed also in connection with pest extermination, city planning, traffic surveys, and safety services. They could construct puppets, pictures for use with children, and toys and playthings for young children.
2. Development and supervision of playgrounds, playfields, and parks.
3. Development of new jobs of social service character—human services rather than production services.
4. Establishment of apprenticeships and internships in public, semi-public, and private work. Suggested most frequently in connection with non-profit undertakings, such as recreation activities and social service work.

5. Proposal for internships in governmental positions "flying squadron" plan for those preparing themselves in the field of civil service.
6. Proposal for internships in correctional institutions for those training for social service or pursuing courses in sociology.
7. Organization of neighborhood junior workshops and home workshops.
8. Employment for everybody either in private industry or on public jobs. Public jobs would pay at a much lower scale of wages than work for private industry.
9. Making a job analysis of the community for the purpose of giving people in charge of guidance an idea of vocational opportunities.
10. Organization of home and family life for recreation and personal development. Leaders with the help of experts develop and plan activities with representatives from the homes. Major activities planned are literary reading and discussion, dramatization, handwork, interior decoration, budgeting, question box, family worship, and hobbies.
11. Pensioning of old people and giving youth a chance to work.
12. Improvement of the present educational system, especially along recreational and vocational lines.
13. Organization of a community council representing all educational, social, service and civic agencies. This council will elect a central planning board to serve as a coordinating and community planning body. Subcommittees would be appointed on recreation, crafts and hobbies, group discussions, forums, barter, self-help, local legislation, vocational and life guidance, cultural expression. Each of these committees will seek to explore in the given field and to make specific activities available for those unemployed.
14. Setting up various forms of local, state, national and international conferences of youth as a means of bringing about friendly contact, exchange of ideas, and development of a youth philosophy to fit the present conditions.
15. Organization of groups for study of racial and international relationships, publications, correspondence, interchange of gifts.
16. Organizing a student adjustment training corps under administration of a competent national board as a means of salvaging valuable trained man power. The plan involves training corps sponsored by the government for young men and women to do useful work on pay slightly above subsistence. It would be so organized as to assure any college or high school graduate of finding a place where his or her services would be needed.
17. Return of college graduates to college on a half work and half study basis. The studies could be those not previously taken, the work both in connection with care of buildings or grounds and classroom activities (assistants, helpers, and tutors).
18. Organization of a junior college using unemployed teachers as instructors.

19. Establishment of a general recreational program, including adult education courses, in rural school buildings under direction of regular school officers—workers to be from those on relief.
20. Reclaiming unused land for playgrounds and recreational purposes.
21. Assignment of young couples to subsistence homesteads.
22. Building of subsistence homesteads by youth under experienced guidance.
23. Setting up of experimental factories and retail stores similar to experimental farms. This is thought of as a plan alternative to cooperation with established industries.
24. Establishment of camps similar to CCC near industrial centers in order to provide tryout experiences for boys.
25. Proposal that CCC boys be trained to go out and do a constructive self subsistence job and that they be given an opportunity to settle large new areas opened up on the basis of subsistence homestead farms to be operated in conjunction with manufacturing establishments. These boys could produce articles of food, clothing, etc., which would be used by the boys themselves and perhaps portions sold or sent to their homes. This might even serve to provide homes for the families of the boys.

### **A BRIEF PLAN FOR A YOUTH PROGRAM FOR EVERY COMMUNITY**

In order to meet the implications of the problem of unemployed youth a brief working program is suggested as a point of departure in local planning:

#### **Objectives on Behalf of Youth**

1. No boy or girl should stop education.
2. No boy or girl who leaves school should be unoccupied.

#### **Essential Activities**

1. Education that will give more effective preparation for life.
2. Guidance, counseling service, testing of capacities, etc.
3. Employment of the non-competitive type if not in school.
4. Avocational or recreational—happier service activities.
5. Youth management or planning under advisory supervision.

#### **Measures to be Considered**

1. High school and vocational school courses to meet needs.
2. Extension of junior college facilities.

3. Special classes for unemployed.
4. Work facilities for educational purposes—closed shops and factories; production to fill needs of unemployed who have no purchasing power.
5. Manual of suggestions needed.

There should be unity in planning and replanning of education. There should be early and thoughtful participation of youth.

Local organization in each community is needed to serve as an occupational committee for youth and an occupational clearing house for youth. A full-time administration should be established in each community of over 10,000.

There should be made immediately in each community a youth survey covering:

1. Those just leaving school.
2. Those who are out and unemployed.
3. Employment opportunities.
4. Possible adaptations of educational programs to keep youth in school.
5. Adult education opportunities to meet needs of 16-25 year group.
6. Recreational opportunities.
7. Leadership available both adult and youth.

## The Public School and the Public<sup>1</sup>

The California state system of education, including the State University, under the present plan of maintenance and management stands second to none in the galaxy of state educational institutions throughout the nation and this fact alone is conclusive answer to those who are given to adverse criticism of this great institution organized and perpetuated in the interest of the childhood of the state.

Our state legislature has in the past given primal consideration to this vitally important state function and whenever changes have been indicated looking to the strengthening of this activity the law has been promptly modified to meet the indication.

Furthermore, the basic plan of organization and control which now prevails in this premise has proven most effective in protecting the state school system from invasion and domination by selfish special interests or organized groups whether the preferment seeking agency was political, pedagogical, medical, military, theological, or commercial, (the latter classification including concerns which supply school books or other school equipment) and this resistance to those subtle approaches must continue unabated if our state school system is to go forward as a great democratic free institution. These agencies in question undubitably contribute much to the health, happiness, safety, and contentment of society when they operate in their legitimate fields of endeavor but when they presume to trespass the sacred precincts of the public school they violate the privileges and prerogatives, not only of the school but of that most sacred of all institutions—the home.

Any exploitation of the public schools by an extraneous influence of whatever type or character invariably results in proportionate curtailment of the rights and the opportunities of every child who may come under the spell of that influence, yet successfully to prevent this intrusion it is only necessary that we constantly hold in mind the fact that it is the school that is public, not the child.

It may be said with perfect assurance that it is far more important that the public adjust itself to the public school than that the public school adjust itself to the public, and this statement is fully justified by the indisputable fact that practically every social or moral school "problem" is a problem long before it reaches the school and in justice we must resolve to give credit where credit is due and to lay the blame where blame belongs.

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<sup>1</sup> Radio address delivered by Dr. Lewis P. Crutcher, President, California State Board of Education, July 7, 1934, on the Education at the Crossroads program.



It is not to be denied that our public school system has defects in some of the details of its curriculum but at this juncture it is well to remember that cynicism and censure are seldom, if ever, remedial while on the contrary constructive criticism and conservative counsel ever availeth much.

Then too it must be admitted that many of the criticisms of the public school system come from sources from which such criticisms should not emanate. A case in point in this connection is the charge of extravagance in the expenditure of monies by school officials, but do not forget, citizens of California, that when as too often happens you vote bonds at the behest of your local board of education for the erection of semi-palatial school buildings, the elements of practicability and utility are grievously sacrificed to the ornate and the artistic.

This unfortunate custom was born of communal jealousy and is kept alive by local false pride and in no sense does it afford commensurate contribution to the fundamental element of education, but in any event the bond voting public is manifestly responsible for the appropriations and it is altogether unfair and inconsistent to blame your school authorities when later on there creeps over you a sense of doubt as to the wisdom or the necessity of such expenditures. Further evidence that the public should adjust itself to the public school is found in the tragic realization that when the personnel of your state school system, again including the State University, has given to your boys and girls the rudiments of an education and has given them credentials indicating faithful and proficient service in your state institutions of learning, they are tossed pell-mell into the arena of practical life only to realize that the public has not reckoned with them, that it has not provided a place for them and they find themselves not only jobless but bewildered and hopeless.

However, regardless of criticisms just and unjust and regardless of whether indicated adjustments as between the public and its public school system are ever effected, the fact remains that your State Board of Education with its every member consecrated to the welfare of California's childhood aided by an earnest and resourceful State Superintendent of Public Instruction, intends to proceed under the law as it has in the past in the uncompromising determination to hold your state system of public schools at the high level of efficiency which now characterizes it.

It is the purpose of your State Board of Education to see that every child in the state shall have equal opportunity in the field of education with every other child regardless of race, creed, or condition giving thereby practical recognition and application to the redeeming principle of fundamental democracy which ever spells "equal rights to all with special privileges to none."

And you may be comfortable in the consciousness that the widely divergent preferences and prerogatives peculiar to the homes from which these children come will not be questioned or violated in word or deed while they are under the jurisdiction of those who are responsible for public school administration. It stands to reason that there may be transgressions of this principle in isolated instances but your State Board of Education is ever ready and indeed anxious to reprimand the culprit and to prevent repetition of the offense and, it may be added for your information, that the Regents of the State University are no less diligent in this matter.

On the other hand every citizen of this commonwealth who is possessed of ordinary intelligence knows full well that it is utterly futile for your servants in the state system of education to teach and live the principles of sobriety, morality, justice, and democracy unless the homes of the state constantly and sympathetically cooperate with them in this fundamental contribution to the welfare of those whom we are raising up to follow after us.

That your state system of education may continue to operate in consonance with your desires and as you through your legislature have provided, let there be an awakening to this sacred responsibility in the mind and heart of every citizen of this state, and in your exercise of the right of suffrage make sure that every candidate who solicits your favorable consideration at the polls, whether he seek high office or low, have deep and abiding concern for the integrity and the destiny of your state system of education and that he will ever stand ready to promote its cause and to safeguard it from any and every menacing negative influence.

Then guard you well even with the fervor of the fanatic, this institution which offers priceless reward for your every gesture of defense, direction, and support seeing its defects and helping to correct them; lending a helping hand in the solution of its manifold problems; and finally sharing in full measure the happiness awaiting those who shall have borne sympathetic relationship to this great agency dedicated to the moral, intellectual, and social progress of the race.

## DEPARTMENTAL COMMUNICATIONS

### Office of the Superintendent of Public Instruction

VIERLING KERSEY, Superintendent

#### DR. CHAS. BURSCH APPOINTED CHIEF, DIVISION OF SCHOOLHOUSE PLANNING

Dr. Chas. Bursch, who has served as acting chief of the Division of Schoolhouse Planning since the resignation of Andrew P. Hill, Jr., in December, 1933, has been made Chief of the Division of Schoolhouse Planning commencing July 1, 1934. Dr. Bursch joined the staff of the State Department of Education in 1929 as assistant chief of the same division which he now heads.

#### W. H. ORION APPOINTED CHIEF, DIVISION OF HEALTH AND PHYSICAL EDUCATION

W. H. Orion, Director of Physical Education of the Santa Barbara Public Schools and Director of Municipal Recreation in Santa Barbara City, has been appointed Chief of the Division of Health and Physical Education to take the place made vacant by the resignation of N. P. Neilson. Mr. Orion will begin his duties with the State Department of Education August 15, 1934.

Mr. Orion is a graduate of the Savage School for Physical Education, New York City, the State College of Washington, holds a B. S. degree in Physical Education and M. A. degree in Education, and has taken extensive work in physical education at Columbia University, the University of Southern California and Oregon State College. He served with the United States Navy in the Medical Department in 1917-1919; was head of the Department of Physical Education, Lewis and Clark High School, Spokane, Washington, 1920-1926; instructor in the summer sessions of the Washington State Normal and the State College of Washington; instructor and assistant professor in the Department of Physical Education at the College of Washington, 1926-1929. Since 1929 Mr. Orion has directed the physical education program in the Santa Barbara Public Schools and the municipal recreation program at Santa Barbara. This rich background of training and experience with which Mr. Orion comes to his position in the State Department of Education will enable him to serve well the public elementary and secondary schools of the state in directing the program of health and physical education.

### CORRESPONDENCE COURSE SERVICE

A new development in the field of Adult Education is the establishment of a correspondence course service by the State Department of Education. This new phase of service was made possible as a State Emergency Relief Administration project approved July 2.

For the present the service will be available primarily to enrollees of CCC camps. Subsequently it is expected to extend its scope to make courses available to unemployed adults in communities where other educational facilities on that level are not available. The courses may be used either for individual study in the usual way or as lesson material for group study under resident leadership without returning lessons for correction.

The first courses to be developed will be in accordance with needs and interests of CCC camp enrollees as already determined. The same policy will govern in future: that is, courses will be offered in response to a demand representing real needs and interests. Other policies to be observed are as follows:

1. If university extension courses are available and satisfactory they shall not be duplicated.
2. Special attention will be given to fitting the courses to the intelligence and educational levels of the students.
3. All courses will have complete content, with minimum reference to supplemental texts, and will contain sufficient explanatory material to be readily understood.
4. Short unit courses will be the rule, and these will be arranged in a connected, progressive series to permit completion of the whole or of specific units of a subject.
5. Official credit will not be granted for courses completed, but a certificate of satisfactory completion will be given the student which may be evaluated for credit by other institutions.
6. The service will be restricted to California.

The project will be under the direction of a State Department of Education Committee consisting of George C. Mann, Ivan R. Waterman, and H. D. Hieker, Chairman. They will be assisted by an Advisory Board consisting of Alexander C. Roberts, President, San Francisco State Teachers College; John B. Griffing, Civil Educational Advisor Ninth Corps Area, CCC; and H. A. R. Carleton, State Director of Transient Service.

Phillip D. B. Perham has been appointed Director of the project, with offices at San Francisco State Teachers College.

## Division of Textbooks and Publications

IVAN R. WATERMAN, Chief

### SCIENCE GUIDE FOR ELEMENTARY SCHOOLS

The State Department of Education is inaugurating a new series of bulletins to be entitled *Science Guide for Elementary Schools*. Bulletins of this series will be issued each month during the school year, beginning August, 1934.

The scarcity of adequate teaching materials in the field of science in the elementary school is the chief reason for the publication of this new series. Approximately a year ago members of the Division of Elementary Education and Rural Schools, together with representatives from the science departments of the seven state teachers colleges, met to make plans for the publication of science materials for teachers in the elementary schools. Materials for each of the bulletins to be issued during the school year 1934-1935 have been recently completed.

The first number of the series is entitled *Suggestions to Teachers for the Science Program in Elementary Schools*, and was prepared by Leo F. Hadsall, Fresno State Teachers College. Other numbers of the series will deal with specific content material in science. A complete list of the numbers to be published during the current year will be contained in the first issue.

The *Science Guide for Elementary Schools* will be distributed free of charge to all public elementary schools in California.

# INTERPRETATIONS OF SCHOOL LAW

## Supreme Court Decision

### Recall of Members of Chartered City Board of Education

Where the charter of a city provides for the recall of members of the board of education of such city, the boundaries of the district governed by the board extending beyond the boundaries of the city, even though the charter of the city provides that circulators of petitions for the holding of a recall election must be qualified electors of the city and that at the recall election the questions shall be submitted to the electors of the city and the School Code contains no express statement on the right of recall in this situation, yet School Code sections 2.471, 2.1113, 2.1114, 2.470 and 2.472 do, reasonably construed, protect this right and electors of the district residing outside the city may lawfully sign petitions for the holding of a recall election involving members of the city board of education. (*Gerth et al. vs. Dominguez etc.*, 88 C. D. 69)

## Appellate Court Decision

### Qualifications of Members of Chartered City Boards of Education

Where the charter of a city provides that no person shall be eligible to be elected to the city board of education who is not a qualified elector of the city and who has not been a resident of the city for two years, a person who lives within the district governed by the city board of education but outside of the city is not eligible to become a member of the city board of education under section 8½ of Article XI of the Constitution which permits the charter of a city to prescribe the qualifications of members of the city board of education. (*People etc. ex rel. Davidson vs. Mertz*, 78 C. A. D. 105)

## Attorney General's Opinions

### Application of Article XI, Section 20 of Constitution to District Expenditures under Greene Bill

Expenditures of a school district for the payment of rental to the Board of Public Building Reconstruction under Chapter 602, Statutes of 1933 (Greene Bill) are subject to the so-called five per cent limitation clause of section 20 of Article XI of the Constitution. (A. G. O. 9423, June 28, 1934)



### **Application of Article XI, Section 20 of Constitution to Expenditures of District Bond Funds**

Moneys lawfully expended by a school district from the proceeds of an authorized bond issue are not to be construed as expenditures of the district within the meaning of the so-called five per cent limitation clause, section 20 of Article XI of the Constitution. (A. G. O. 9449, July 5, 1934)

### **Computation of Average Daily Attendance**

Where the average daily attendance of a school district for two consecutive school years is materially decreased because of the existence of the conditions set forth in School Code section 4.750, the average daily attendance computed under said section for the first of the two consecutive school years is to be employed as the basis for computing the average daily attendance of the district for the second of the two consecutive school years. (Letter of Attorney General to V. Kersey, July 15, 1934)

### **Compulsory Annexation of Elementary School Districts to High School Districts**

An elementary district in one county can not be annexed to a high school district in another county under the procedure prescribed in School Code sections 2.500-2.507. (A. G. O. 9461, July 11, 1934)

### **District Retirement Systems**

The questions involved in the determination of the constitutionality of School Code sections 5.1100-5.1138, permitting the establishment of district retirement systems in certain classes of school districts, are not so free from doubt as to render it advisable to establish a retirement system under the School Code sections cited unless the courts have first sustained the legislation as being constitutional. (A. G. O. 9437, July 3, 1934)

### **Effect upon School Districts of Annexation of Sixth Class City to Chartered City**

Where elementary school district "A", which is part of union high school district "B" is located partly within the boundaries of a sixth class city "C", the plants and equipment of both elementary district "A" and high school district "B" being located within the boundaries of said city "C", then upon the annexation of said city to chartered city "D" all the territory of the said city "C" becomes a part of city school district of city "D", to which city "C" is annexed, and the plants and equipment of elementary district "A" and high



school district "B" become the property of the city school district of city "D". The assumption of any part of the bonded indebtedness of elementary district "A" and high school district "B" by city "D" is governed by School Code sections 2.72 and 2.74. See A. G. O. 8439, February 2, 1933. (A. G. O. 9434, June 26, 1934)

#### **Employment of Member of District Governing Board as Building Inspector**

A member of the governing board of a high school district may not, under the provisions of School Code section 2.810 be employed by the architect employed by the said board of a building being constructed by the district out of district funds as an inspector of such building during its construction. (A. G. O. 9404, June 13, 1934)

#### **Fees for Credentials**

Under School Code section 5.350 the State Board of Education must collect the fee prescribed therein from each applicant for a credential including persons holding diplomas granted by a California State Teachers College who receive credentials under School Code section 5.120. (A. G. O. 9282, June 21, 1934)

#### **Issuance of Credentials**

Under School Code sections 5.120-5.124, 5.127, 5.260, and 5.380-5.384 the Commission of Credentials has authority to pass upon the qualifications of all applicants for credentials other than applicants who are graduates of state teachers colleges and all applicants for life diplomas, but the State Board of Education has the authority to issue credentials and life diplomas to applicants whose qualifications are not approved by the Commission of Credentials. (A. G. O. 9426, June 25, 1934)

#### **Right of Teaching Principal to Reemployment as Principal**

Under School Code section 5.502 the governing board of a school district may refuse at the end of any school year to reemploy as principal of a school of the district a teaching principal who is a permanent employee of the district. See also A. G. O. 7094, April 24, 1930, and A. G. O. 7586, June 29, 1931. (A. G. O. 9456, July 6, 1934)

## FOR YOUR INFORMATION

### ESTIMATES OF APPORTIONMENT OF STATE SCHOOL FUNDS AND FEDERAL AND STATE VOCATIONAL FUNDS FOR THE SCHOOL YEAR 1934-1935

The following estimates of apportionment of state school funds for the school year 1934-1935 are based upon preliminary reports of average daily attendance for the school year 1933-1934 submitted by county superintendents of schools and corrected to the present date. Further corrections may be expected to result in some modification of these figures, but such changes as may result will in all probability be of minor importance. It should be noted that the estimate of apportionment for junior college districts is based upon a preliminary estimate received from the federal government of the amount to be apportioned to the State Junior College Fund by the United States from the revenues derived from federal mineral and oil lands in California. This estimate will have to be revised upon receipt of actual apportionments from the United States.

#### Estimates of Apportionment of State School Funds

For elementary schools—

To elementary school districts:

23,491 teacher units at \$1,400 per unit-----	\$32,887,400.00
697,505 units of average daily attendance at \$5.9844015 per unit (from State School Fund)-----	4,174,150.00
697,505 units of average daily attendance at variable amounts from State General Fund apportionments to the counties	4,399,202.75
On excess cost of educating physically handicapped children, not to exceed \$200 per unit of average daily attendance of handicapped children-----	424,751.22

Total to elementary school districts-----	\$41,885,503.97
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To county elementary school supervision funds:

439 teacher units at \$1,400 per unit-----	614,600.00
To unapportioned county elementary school funds (amounts esti- mated by county superintendents of schools, but not to exceed for any county 5 per cent of the apportionment to the county in 1933-34 from the State School Fund)---	211,289.56

Total apportionment for elementary schools-----	\$42,711,393.53
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## For high schools—

## To high school districts:

1,981 years (grades 9-14, inclusive) maintained at \$800 per year	\$1,588,000.00
On first 30 units of average daily attendance in special day and evening classes at \$120 per unit for first ten units, \$90 per unit for second ten units, and \$60 per unit for third ten units-----	695,490.00
282,525 units of average daily attendance at \$24.4946110 per unit from State High School Fund-----	6,920,340.00
282,525 units of average daily attendance at variable amounts from State General Fund apportionments to the counties	16,659,360.47
On excess cost of educating physically handicapped children, not to exceed \$200 per unit of average daily attendance of handicapped children-----	60,989.44

Total to high school districts----- \$25,924,179.91

To unapportioned county high school funds (amounts estimated by county superintendents of schools, but not to exceed for any county 5 per cent of the apportionment to the county in 1933-34 from the State High School Fund) -- 134,633.35

Total apportionment for high schools----- \$26,058,813.26

## For district junior colleges—

17 approved district junior colleges at \$2,000 per junior college	\$34,000.00
17,125 units of average daily attendance at \$91.6513284 per unit	1,569,529.00

Total apportionment to junior college districts----- \$1,603,529.00

**Estimates of Apportionment of Federal and State Vocational Funds**

<i>Types of vocational education</i>	<i>Apportionment estimates by funds</i>		<i>Total estimated apportionment</i>
	<i>Smith-Hughes</i>	<i>George-Reed</i>	
Agriculture -----	\$110,554.14	\$25,830.66	\$136,384.80
Home economics -----	60,024.42	24,546.14	84,570.56
Trades and Industries, including compulsory continuation education-----	236,355.50	-----	236,355.50
Total apportionment of vocational funds -----	\$406,934.06	\$50,376.80	\$457,310.86

**THE 1934 CONVENTION OF THE NATIONAL EDUCATION ASSOCIATION**

The program of the 1934 convention of the National Education Association held at Washington, D. C., from June 30 to July 7 was a vigorous one. The theme of the convention was "Education for the Future," and many able and distinguished individuals discussed the problems involved in such a theme.

Dr. Robert M. Hutchins, President of the University of Chicago, said that education in the future must, as it has in the past, be directed toward free and independent exercise of intelligence as the means through which society may be improved. This country, in Dr.

Hutchins' opinion, will never abandon the ideal of mass gains and for civilization diffused throughout the population. Dr. Hutchins declared that the present problem of unemployed, out-of-school youth can be solved only by providing a system of education which will return unemployed youth to school.

Dr. Daniel A. Poling, President of the World's Christian Endeavor Union, in speaking on "America's Real Brain Trust" paid tribute to the teachers of the nation declaring that they constitute the real brain trust of America. He also urged the Association and teachers generally to continue progress in temperance and peace education.

"The Alternative to Revolution" was the subject of an address given by Dr. Glenn A. Frank, President of the University of Wisconsin. "Four questions," said Dr. Frank, "confront the country at this time":

1. Are we to strengthen democracy or surrender to dictatorship?
2. Are we to pursue our enterprise in freedom or under regimentation?
3. Are we to establish control of this age of plenty or return to an age of scarcity?
4. Are we to walk the ways of a realistic internationalism or to go in for the economic monasticism of the nationalists?

Dr. Frank said further:

Anything less than a complete thawing out of the fountains of enterprise, more or less frozen for the last five years, will put the American tradition of democratic self-government in definite jeopardy.

Edward A. Hayes, National Commander of the American Legion, speaking on "Defending Education" and referring to the teaching of communism and radical pacifism called upon the public school authorities and teachers to "take a decided stand against some of the strange tenets that are finding foothold in our universities and colleges." He declared further:

Invariably when we investigate those who advocate extreme pacifism and disarmament, the strings lead us behind the smoke screen to a leadership that is advocating class struggle and the overthrow of government . . . The American Legion stands shoulder to shoulder with those (the educators) who are producing for the future that citizenship of loyal Americanism without which, in two generations, the principles of self-government would be dissipated.

Excerpts from other outstanding addresses follow:

The only safety for this democracy of ours is an educated electorate . . . No man can be a student without realizing the very cornerstone of American liberty and development has been education from the very beginning . . . It is a public danger simply to teach them (citizens) literacy. There is no greater danger than the belief that merely teaching people how to read is education . . . It necessarily follows that the American people shall be sufficiently educated to know what govern-

'ment is about and to be able more wisely to make the decisions which depend upon the people in a popular government . . . The things a child should know are not known in the home . . . The children must get their knowledge in the schools or they can't get it anywhere . . . In the last analysis, the processes of government are going to be entrusted to the educated man.

*Newton D. Baker*

. . . the Federal Government, through new taxes, has deprived local governmental units of income with which properly to finance schools, and that unequal geographical distribution of wealth results in unequal educational opportunity.

Taxes on real estate, which in the past have carried the greatest burden of education, are no longer adequate to support the schools. 80.5 per cent of school appropriations in 1931-32 came from county and local sources and practically all of this was raised by real estate taxes.

During the last two decades, two important developments affecting the support of all state and local functions, including education, have been taking place simultaneously, namely, the breakdown of the property tax on one hand, and the gradual assumption by the Federal Government of a number of sources of modern and effective taxes which had they been left to the states would at least have enabled the states and the local communities to pull themselves out of their financial troubles more quickly and easily. In view of these circumstances, it has always seemed to me to be somewhat unbecoming on the part of members of Congress, as has happened so frequently in the session just closed, to advise, somewhat testily, representatives of state and local governments, including the schools, that if only they would "set their houses in order back home" it would be unnecessary to be asking for Federal aid.

If the Federal Government continues to levy these more modern forms of taxation, as it alone can do most effectively, it follows as clearly as can be that some proportion of the proceeds of these taxes should be returned to the state for the support of state and local government functions, including schools.

Federal aid should provide for both the building and maintenance of schools.

*George F. Zook, Former United States Commissioner of Education*

There are interests in this nation who, because of selfishness or limited vision, want no democratic decision as to the role of education in our civilization. For four years they have been proclaiming a gospel of negation and despair. They urge the acceptance of a peasant standard of living and a peasant standard of educating as the easiest way out of our present difficulties. Let no teacher accept this coward's solution of the difficulties of the depression.

*John K. Norton, Columbia University,  
Chairman of Joint Commission on the Emergency in Education*

Today we have advanced far beyond a limited purpose of education and are confronted with the fundamental necessity of developing a higher level of character among the young people of the country. Indispensable as they are, mastery of the three R's is no longer the fundamental purpose of American education.

*Frank W. Ballou, Superintendent of Public Schools, Washington, D. C.*

The destiny of democracy on this continent will depend entirely upon our success or failure in solving the economic problem. If we can now move with reasonable rapidity towards a soundly based and widely

distributed economic well-being, essential democracy is not likely to be seriously challenged during the generation. But whether we are to succeed or fail in solving the economic problem is still on the lap of the gods. For all our brave whistling in the dark, we are still far from out of the woods.

*Glenn Frank, President, University of Wisconsin*

We no longer want to train individuals to take their places in an industrial system. We want to train fellow men, equals, vibrant individualists, independent and responsible, to collaborate in and contribute to the culture and welfare of their communities.

*Geneva Frances Hoult, High School Teacher, Chrisman, Illinois*

(Four recommendations for reorganizing the teaching of high school mathematics:)

1. Minimize or drop such algebraic techniques as have no application in the fields mentioned or similar fields.
2. Add to the curriculum in mathematics subject matter which does so function as, for example, probability, insurance, statistics, annuities and their applications.
3. Study the fields in which mathematics is scoring its greatest triumphs, and which are most useful to the citizen: Economics, statistics, accounting, mechanics, physics, finance, navigation, astronomy.

## EDUCATIONAL BROADCASTS

### Education Today

The series of programs broadcast by the California State Department of Education under the title of Education at the Crossroads will be continued under the new title of Education Today. The program is offered every Saturday evening at 7:00 p.m., PST, over station KPO. The following broadcasts are announced for August and the first Saturday in September.

- August 4—Mabel R. Gillis, State Librarian, The Functions of the California State Library.
- August 11—Dr. Alvin C. Eurich, Assistant Professor of Education, University of Minnesota, and Visiting Member of the Faculty of the Summer Quarter, Stanford University, New Developments in Education on the Junior College Level.
- August 18—Dr. Frank W. Hart, Professor of Education, University of California, Berkeley, How May the Public Schools Serve in the Suppression of Revolutionary Propaganda.
- August 25—Vierling Kersey, State Superintendent of Public Instruction, What You Expect You Get.
- September 1—J. C. Beswick, Chief, Bureau of Trade and Industrial Education, and Assistant Executive Officer, Commission for Vocational Education, State Department of Education, The California Plan for Vocational Education.

### EXHIBIT OF HOW PRINTS ARE MADE

The Division of Graphic Arts of the United States National Museum in Washington, D. C., has available several traveling exhibits illustrating the various processes of graphic arts for the use of schools, colleges, public libraries, museums, and other organizations that are interested in "How Prints are Made."

The processes illustrated and described are as follows:

Wood Cut	Messotint	Half Tone
Japanese Print	Etching	Collotype
Wood Engraving	Aquatint	Photogravure
Line Engraving	Lithography	Rotogravure
Bank Note Engraving	Photo-Lithography	Aquatone
Silk Stencil Printing		Water Color Printing

These exhibits can be made available for use in California schools during the first months of the school year. School administrators interested in obtaining these exhibits for use in their schools should make request, indicating time exhibit can be used, to the State Superintendent of Public Instruction, Sacramento, California.

It will be necessary for schools using this exhibit to defray express charges to the next exhibitor. The exhibits are displayed for the benefit of the public with educational intent and are not to be used for private gain.

### REDWOOD EMPIRE FILM

The Bureau of Business Education of the State Department of Education has received a print of a sixteen millimeter film featuring the Redwood Empire attractions and outdoor sports.

The film will be released to schools desiring to use it. Schools are expected to pay the cost of transportation which amounts to approximately eighty cents.

### CALIFORNIA COUNTY GOVERNMENT CHART

A chart showing "California County Government Under the Constitution and General Laws, 1934," prepared by Dr. Samuel C. May of the University of California, has been published recently by the University of California Press at Berkeley. This chart contains material of interest to teachers of civics and state and local government.

Copies may be secured from the University of California Press at fifty cents each.



## PROFESSIONAL LITERATURE

### REVIEWS

*Manual of Nursery School Practice.* Iowa Child Welfare Research Station. Bulletin of the State University of Iowa. New Series No. 730, March 10, 1934. Iowa City, Iowa: State University of Iowa, 215 pp.

This manual of nursery school practice was "undertaken primarily as a source of orientation to new teachers and workers and as a means of effecting a better articulation among the different pre-school age groups." It is valuable in suggesting to educational workers in the pre-school field those procedures and practices which experience has dictated as most effective in promoting the development of young children. It should serve parent education groups as an effective reference in understanding the problems of pre-school children.

The nursery school movement has been greatly stimulated by the recommendations of the White House Conference on Child Health and Protection and the Children's Charter which recommended "for young children nursery schools and kindergartens to supplement home care." The development of nursery schools is an outgrowth of the recognition of the need to extend public education downward because of the importance of the early years of childhood in "physical growth, health emotional sets, behavior patterns, methods of learning, personality development." The nursery school movement is a recognition, too, of "changed conditions in the home and of increased knowledge of the complexity of child development and behavior."

A careful description of the school plant has been provided, indicating that a real effort has been made to supply an environment favorable to the fullest development of these children.

Great care is taken in having the child make the proper introduction to the pre-school. To make this step as easy as possible, a preliminary interview is held between the head teacher and the parents. Information concerning the individual child is obtained during this interview in regard to his habits of eating, sleeping, his play materials, his social contacts, any unusual types of behavior or physical problems. The teacher explains the routine of the school to the parents. The child's introduction to this routine is made as gradually as possible. The child is not forced to participate in activities but is invited and encouraged.

The child's day in the pre-school is carefully scheduled but in actual practice the schedule is flexible rather than rigid. One important aspect of the school day is the careful inspection by the school nurse. Provision for daily outdoor play is made for all groups.

Guarding the health and safety of the pre-school child is of major importance. Any signs of illness or any physical disabilities are reported to the parents, who are responsible for carrying out the suggestions. Any child with evidence of illness is carefully isolated and excluded as soon as the parents can be informed. A daily health record is kept and regular dental and medical examinations are made. The problem of building up health and safety habits constitute an important part of the curriculum.

Definite provision is made for the eating and sleeping activities of the children at school. The emphasis is not only on providing proper nourishment and rest for young children, but on establishing right habits of eating and resting. Many suggestions to parents in connection with proper establishment of these habits can be derived from practice in the different age groups.

One of the most significant services of the nursery school is in guiding the child's relationships with other persons. Teachers on all levels of the elementary school, and parents responsible for guiding children into good social adjustments, could study this material advantageously. The specific problems skilfully handled in this connection are: talking with others; cooperative play; showing kindness; sympathy and courtesy; showing affection; showing independence of adults and children; seeking approbation; approval and attention; imitating others; telling the truth; understanding, respecting, and enforcing own, others and common property rights; response to suggestions, requests, and commands; leading and following others in work and in play; showing jealousy of others; showing rivalry; showing responsibility for carrying out group rules; criticizing favorably or unfavorably own or others' actions, words, attitudes, work, and products; showing sensitiveness to criticism; showing cheerfulness, showing perseverance at activities.

The excellent illustrations which accompany the section devoted to guiding the child's play activities enhance the value of the descriptions. The use and construction of large play apparatus, work with constructive materials, playing with mobile and manipulative toys, are carefully adapted to each age level. Much simple apparatus could well replace expensive and unstimulating toys frequently provided for children in the home play yard.

The nursery school makes a significant contribution in the development of art, music, language, and speech. These appreciations are emphasized in the meaningful relationships of the integrated units of life experience around which the curriculum is organized.

Excursions, festivals, and special occasions are utilized to extend the experiences of the children. Excursions are made to the city park to observe animals, to the woods to feed the winter birds, outdoors to watch the habits of robins, to the greenhouse, to buy fish for the aquarium, to play in autumn leaves, to the museum, to see a rock garden, to visit some child's home at the invitation of the parents, to the post office, to a grocery store, to a ten cent store to buy dishes for the playhouse, and innumerable other excursions to enrich the experiences of the children.

The importance of the nursery school as an opportunity in parent education can not be overemphasized. The continuing conferences with parents, the records of growth supplied to parents, the parents' reports to the school concerning the child's out of school experiences and activities, the parent study groups, the observation by parents in the pre-school and the library facilities afforded parents for further study, all contribute to the program of parent education.

Some of the procedures of the school of special interest are those connected with record keeping of the development of individual children; the organization of the teaching staff, the training of teachers for pre-school work, the provisions for observation and visiting in the pre-school. The pre-school affords an unparalleled opportunity for research in the physical growth of children; their mental and motor growth; the measurement of special aptitudes in art, music, language, and speech; the measurement of social behavior and personality traits.

The manual is provided with valuable material in the appendix. Of interest to parents and teachers are typical daily schedules; lists of abilities of pre-school children at various age levels; the oral compositions of the five year old group; and the record forms. An extensive bibliography on nursery education is carefully classified under such headings as history; nursery schools in other lands; aims; practices; housing and equipment; teacher training; and pertinent research studies.

The manual is recommended for use by teachers and administrators setting up nursery school programs, by classes in teacher training; by parents confronted by the problems of the pre-school child.

HELEN HEFFERNAN

CECIL DONALD HARDESTY. *Problems and Practices in Housing the Junior College Program in California*. Southern California Education Monographs, 1933-34 series, number 3. Los Angeles: University of Southern California Press. 1934. xiv+153 pp.

Material in the field of schoolhousing is abundant. One bibliography on the subject contains 4,613 references. The vast majority of these relate to the elementary school, junior high school, and high school. The development of standards for housing educational programs on these levels has proceeded to an advanced stage. Very few studies, however, relate directly to junior college housing problems. No schoolhousing standards have been developed for this level. The comparative recency of the junior college movement together with the fact that few junior colleges have been established, no doubt accounts for this.

The present study does not attempt to set up standards for junior college housing, but as an initial study in the field its purpose is "to isolate the major problems involved in housing the junior college program in California, to learn how these problems are being met, and, where possible, to indicate the most desirable solution to the problems." In delimiting the study, the investigator sought answers to eight specific questions, the problems of which are indicated by the following points: (1) Relation of recognized junior college functions and curricula to housing, and limitations imposed upon junior college programs by existing housing facilities; (2) relation of class size to housing; (3) survey of classroom areas, number of pupil stations provided, area per pupil station provided, and relation of pupil station capacity needs to classroom dimensions; (4) provision of library, auditorium, and cafeteria facilities; (5) provision of locker facilities; (6) provision for administrative, teacher, and student offices; (7) relation of junior college housing to that of other school units, particularly the relative merits of separate and combined junior college housing; (8) the junior college site.

The study was limited to 32 of the 37 California junior colleges. Junior college catalogs, institutional records, official reports, replies to a questionnaire, and answers obtained through personal interviews in 21 of the institutions, in 1932-1933, constituted the data for the study.

It was found that California junior colleges recognize the four following fundamental functions: (1) the guidance function, (2) the terminal function, (3) the preparatory function, and (4) the function of adult education; but that the vocational function is recognized only to a limited degree. In 62.5 per cent of the schools studied, building limitations were found not to prevent curricular changes desired by the administrators. Those schools desiring to offer more work of a vocational terminal nature were hampered in certain instances.

In a survey of class size the median of class size was found to range from 16 to 37 in 21 institutions studied. The median class size in all of these schools was 26. The rank order correlation between class size and school enrollment was found to be .59. Sizes of classrooms provided in California junior colleges were found on a whole to be very poorly related to size of class. The rank order correlation between median classroom area and median class size in 16 schools was only .26, and between median classroom area and school enrollment was only .18. The study presented no direct measure of building utilization.

In the consideration of the last five problems listed, the investigator conducted surveys and presents his evaluation of current practice. A chapter of the report is devoted to Methods of Determining the Housing Needs of a Junior College, in which the institutional enrollment and course enrollments at the Santa Monica junior college are used to compute the housing needs. The material of this chapter is especially valuable for junior college administrators.

Dr. Hardesty as a result of his study presents recommendations as follows: (1) it is desirable that the junior college be housed separately except in institutions with junior college enrollments of less than 400, where consideration should be given to housing grades 11 to 14 together; (2) small junior colleges should

be located adjacent to the high school site to make possible more efficient utilization of such facilities as the auditorium, athletic field, and certain specified class rooms; (3) when the junior college and high school are housed together the administration should be unified, but the classroom work of the two levels should be segregated so far as possible within the bounds of economy, the library resources of the two institutions should be combined, and a single schedule of class periods should be maintained; (4) increased attention should be devoted toward making the library the educational center of the junior college; (5) class size policy and curricular offering should determine the size and type of classrooms provided to a greater extent than at present; and (6) increased attention should be devoted to the terminal function of the junior college.

The study is of importance not only because of its findings, but more particularly because it has served to isolate a number of major problems in junior college housing for further study, which should stimulate other workers to additional research. California junior college administrators in particular will find this study of great value.

IVAN R. WATERMAN

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